

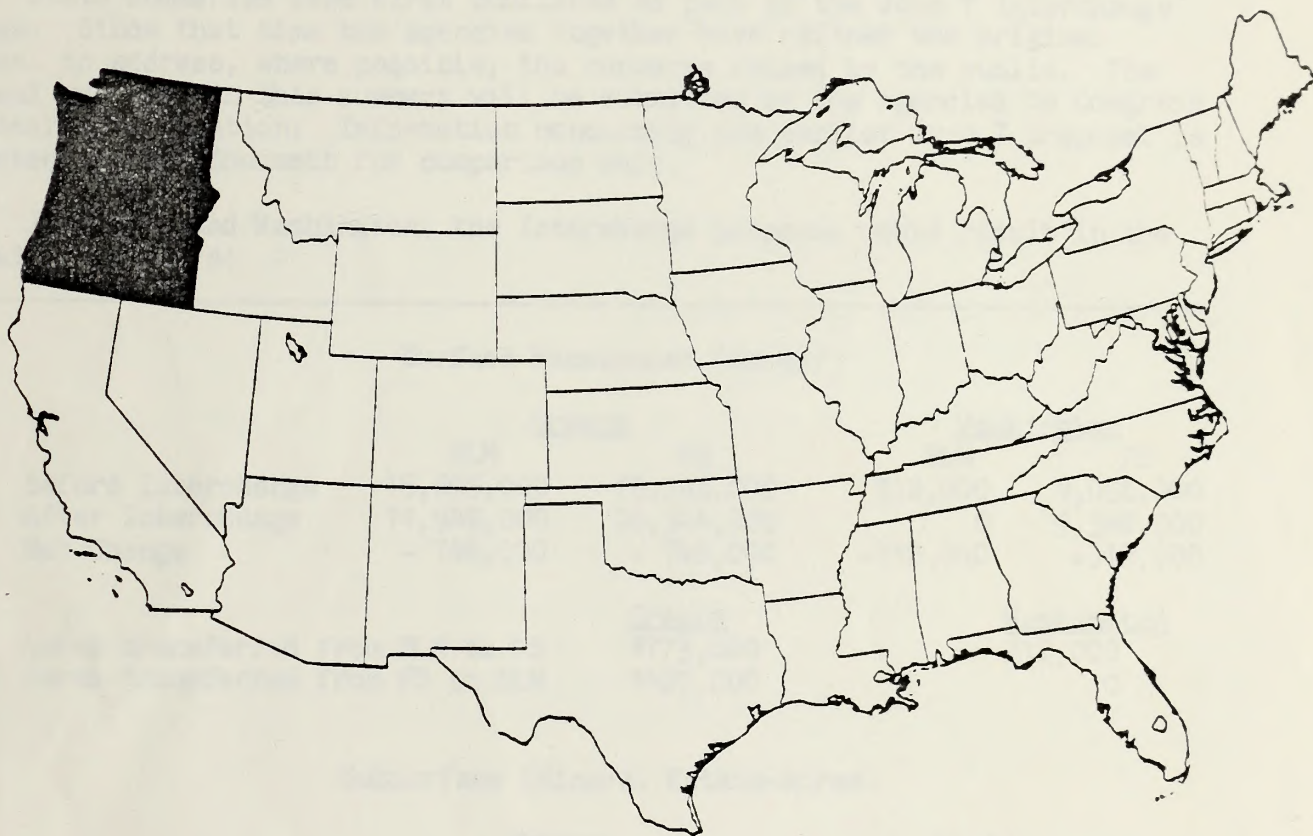


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BLM/FS INTERCHANGE

Summary

OREGON & WASHINGTON



PREPARED BY:

Pacific Northwest Region

Oregon State Office

FOREST SERVICE

BUREAU OF LAND MANAGEMENT

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INTERCHANGE IMPLEMENTATION SUMMARY
STATES OF OREGON AND WASHINGTON

I. OVERVIEW

The following summarizes the proposed Interchange for the States of Oregon and Washington. This summary includes a review of the public involvement, the proposed action, the anticipated costs and savings, and the actions identified during the study that can be taken independently of the Interchange. More detailed information is available for review in the Bureau of Land Management (BLM) State Office or the Forest Service (FS) Regional Office, both in Portland, Oregon.

State summaries were first published as part of the June 7 Interchange package. Since that time the agencies together have refined the original proposal to address, where possible, the concerns raised by the public. The proposal outlined in this summary will be submitted by the agencies to Congress for their consideration. Information concerning the earlier June 7 proposal is presented in this document for comparison only.

In Oregon and Washington, the Interchange proposal would result in the following transfers:

Surface Management (Acres)

	<u>Oregon</u>		<u>Washington</u>	
	BLM	FS	BLM	FS
Before Interchange	15,695,000	15,598,000	312,000	9,056,000
After Interchange	14,949,000	16,344,000	0	9,368,000
Net Change	- 746,000	+ 746,000	-312,000	+312,000

	<u>Oregon</u>	<u>Washington</u>
Acres transferred from BLM to FS	*773,000	312,000
Acres transferred from FS to BLM	**27,000	0

Subsurface (Mineral Estate-Acres)

	<u>Oregon</u>		<u>Washington</u>	
	BLM	FS	BLM	FS
Before Interchange	37,100,000	0	15,500,000	0
After Interchange	19,040,000	18,060,000	*** 2,500,000	13,000,000

- * Includes 24,181 acres of Oregon & California (O&C) grant lands.
- ** All 27,000 acres are in Western Oregon. About 15,000 acres of these lands are revested O&C lands. Proposed legislation would re-designate the 12,000 acres of other National Forest lands as O&C in exchange for the above O&C transfers to FS.
- *** Indian tribal lands only.

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The proposed Interchange boundary reflects transfer of all present BLM responsibility in Washington and in northeast Oregon to the FS, except for minerals trust responsibility on Indian tribal lands. In western Oregon, nearly all of the Oregon and California (O&C) grant lands and all of the Coos Bay Wagon Road grant lands would remain with BLM under the current management authorities. A small portion of scattered O&C lands (24,181 acres), and public domain lands (46,000 acres) intermingled with or adjacent to western Oregon National Forests, would transfer to the FS. Similarly, 27,000 acres of National Forest lands in western Oregon would transfer to the BLM and assume O&C status under this proposal. This change answers concerns that are discussed further in the section on public involvement. BLM would continue to manage 12.5 million acres in eastern Oregon with few changes in agency boundaries, except the Baker and Three Rivers Resource Areas.

All communities that currently have a FS or BLM office or both would retain an agency office in the community. The BLM State Office and FS Regional Office would continue to be located in Portland, OR.

Savings would accrue from reduced staffing and space as a result of the merger of the BLM Spokane District and the BLM Baker Resource Area into adjoining National Forests, and by eliminating the need for BLM timber resource staffing in the Prineville and Burns Districts. Day-to-day operational efficiencies would be improved by the interchanging of lands according to natural terrain features or travel routes, and by reducing the amount of intermixed stewardship. An estimated 28 permanent full-time agency positions would be saved.

Service to the public would be maintained by retaining all BLM District Offices or FS Forest Supervisor's Offices in each community where such an office is now located, except for Spokane. The Spokane office would be merged into FS units in Washington. However, in response to public concern regarding access to lands and minerals status records in that area, the BLM would maintain an office in Spokane to make available minerals expertise and record services, and to discharge its minerals trust responsibilities on Indian tribal lands in Washington State.

II. PUBLIC INVOLVEMENT

Public involvement has been an integral part of refining the original Interchange proposal. BLM and FS representatives conducted over 22 open houses and numerous one-on-one contacts and briefings in Oregon and Washington. Formal public hearings were conducted in Salem and Bend, OR, and Spokane, WA, in June 1985. Ninety one responses to the Interchange proposal originated in Oregon and 27 responses originated in Washington during the formal public review, from June 7 through July 8. Two of the Oregon responses were petitions with a total of 747 signatures.

Most of the comments received on the Oregon and Washington proposal supported the goals of the Interchange. In Washington, approximately half of the commenters agreed with the proposed realignments of jurisdiction and approximately half disagreed. Their concerns focused on differences between the agencies in timber harvest methods, grazing policy, and wilderness study.

The main concern of the Oregon commenters was the potential impact on the economy of the State caused by changes in timber production and receipts sharing formulas. Their concern pointed to two areas of conflict--the Fremont National Forest in southeastern Oregon and the Oregon and California (O&C) Grant Lands in western Oregon.

The O&C lands were described as unique to western Oregon and in line with the management objectives of BLM. Those commenting believed that the counties' share of O&C receipts would be reduced, due to an increased cost of logging under FS requirements and to a reduced emphasis on timber production under FS management. They asked that the O&C lands remain in BLM jurisdiction.

Commenters also objected to the proposed split of the Lakeview Sustained Yield Unit in the Fremont National Forest. They felt that the contiguous unit was critical to timber interests and that the proposed split would negatively impact the economy.

Other areas of concern were 1) keeping the Bonanza Unit lands in Klamath County, and the Deschutes River and John Day River areas in North/Central Oregon under BLM jurisdiction, and managing the latter two out of the same office, and 2) keeping the Maury and Snow Mountains in the Ochoco National Forest under FS jurisdiction.

In summary, these concerns have been carefully considered and the earlier proposed Interchange concept for Oregon and Washington has been substantially revised in accord with the public comment. The major changes in this revised Interchange proposal are reflected in the following.

- * All but 24,000 acres of O&C lands would be retained under BLM management.

- * The BLM managed O&C timber base would be restored by the transfer of approximately equal acreage from the National Forest System to BLM. This would maintain overall revenues from shares of timber receipts to the counties and states.

- * The Warner Mountains would remain in FS management to keep intact the Lakeview Sustained Yield Unit.

- * The Maury Mountains in the Ochoco National Forest would also remain under FS jurisdiction.

- * The John Day and Deschutes River areas and the Bonanza Unit in Klamath County would remain under BLM jurisdiction.

- * Human resource and local community impacts would be substantially reduced because far fewer transfers of employees would occur.

Care has been taken to avoid unacceptably shifting the historic receipt shares between counties.

III. PROPOSED ACTION

A. Communities Affected

Staff reductions in any single community would be very small in relation to total population, and should result in few local effects. The largest reduction, 24 employees, would occur in Spokane, WA. Staffing would also reduce by 6 employees in Baker, OR, and 5 employees in Wenatchee, WA. Small staffing increases would take place in Pendleton and John Day, OR. Following is a description of the changes by community.

Spokane, WA--The BLM District Office and Border Resource Area Office would be merged into adjoining National Forests. A cadre of four BLM lands and minerals specialists would remain in Spokane. The net decrease of 24 positions is expected to have little economic impact on Spokane. The reductions would represent a very small proportion of the city's population base of about 200,000 people.

Wenatchee, WA--The Wenatchee Resource Area Office would be merged into adjoining National Forests. The Wenatchee National Forest Supervisor's Office would remain in Wenatchee. The impact on the community from the loss of 6 positions is expected to be minimal. Wenatchee has a population of about 20,000 people.

Baker, OR--The Baker Resource Area would be merged into the Wallowa-Whitman National Forest, with headquarters in Baker. Though the loss of 5 employees represents a small proportion of Baker's population of 10,000, concern about income loss to the community, particularly during this period of relatively high unemployment and depressed economic conditions has been expressed. Impact on the community is still expected to be low.

B. Office and Staffing Changes

The following table shows the office and staffing changes that would occur as a result of the proposed Interchange. Currently nine communities in Oregon and one in Washington house both BLM and FS offices. After Interchange, these numbers would reduce to eight in Oregon and none in Washington, due to the proposed mergers in Wenatchee, WA, and Baker, OR.

Community	Existing Offices	<u>Proposed Changes</u>		<u>Net Staff Change</u>		
		June 7	Revised	June 7	Revised	
Oregon						
Baker	FS RD	FS RD	FS RD	0	- 6	
	FS SO	FS SO	FS SO			
	BLM RA					
Burns	BLM DO	NC	NC	- 4	- 4	
	FS RD	NC	NC			
Prineville	BLM DO	NC	NC	+10	- 4	
	FS SO	NC	NC			
	FS RD	NC	NC			
Pendleton	FS SO	NC	NC	+ 2	+ 5	
John Day	FS SO	NC	NC	+ 4	+ 4	
Changes of less than 3 each in Coos Bay, Portland and other locations						- 8
Other changes under the June 7 proposal				-277		
Sub total:				-265	-13	

Washington					
Wenatchee	FS SO BLM RA	FS SO	FS SO	+ 5	- 5
Colville	FS SO FS RD	NC NC	NC NC	+ 7	+ 3
Spokane	BLM DO BLM RA	BLM FO	BLM FO	-34	-24
Changes of less than 3 each in Seattle, Vancouver, Entiat, Chelan, Cle Elum, Naches, Okanogan, Tonasket					+11
Other changes under the June 7 proposal				+ 7	
Sub total:				-15	-15
Net change:				-280	-28

Note: RA = Resource Area, RD = Ranger District, FS SO = Supervisor's Office,
DO = District Office, FO = Field Office, NC = No change

There are currently 6,661 permanent FS and BLM positions in Oregon and 2,128 permanent FS and BLM positions in Washington. The Interchange would result in a net personnel savings of 13 positions in Oregon and 15 in Washington. Both agencies expect to accomplish the reduction through attrition, with no reduction-in-force or other adverse personnel actions.

C. Lands and Minerals

BLM would continue to maintain a Portland State Office, which will provide a public room and status record services for both the FS and the BLM. Adjudication functions would also be performed by BLM. Other minerals activities would be performed by the agency with jurisdiction over the land. As implementation of the Interchange progresses and as electronic communication capabilities improve, some of these activities would be decentralized so that the agencies could provide the same service in local offices more convenient to the public.

Mining claim recordation services would be provided in Spokane and at the BLM Oregon State Office in Portland. Individuals, land title companies, Indian tribes, and the minerals industry would work with the BLM as in the past.

D. Public Service

The Interchange proposal provides for improved public service in minerals management by placing surface and minerals estate management in the same agency. The FS would be responsible for leasing the mineral estate within its area of jurisdiction.

After an initial period of changeover, visitors, permittees, cooperators, and others should find it easier and less confusing to work with either agency. Federal land ownership between the two agencies would be less confusing to the public because intermixed ownership would be eliminated along jurisdictional boundaries.

Accessibility of the agencies to the public would be at least as good as it is now. An office would be retained in every town that currently has either a Forest Supervisor's Office or a BLM District Office. Where BLM Resource Areas are being phased out, other agency offices would remain in those communities to serve the local public.

IV. ANTICIPATED COSTS AND SAVINGS

A. Implementation Costs

Personnel costs	\$ 437,000
Space costs	0
Other costs	113,000
Total	\$ 550,000

B. Savings During First 5 Years

Personnel savings	\$ 3,507,000
Space savings	556,000
Other savings	(59,000)

Total	\$ 4,004,000
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(This accumulated savings is based on fiscal years 1986-90 and assumes implementation would begin too late in FY 86 to gain much in savings.)

C. Average Annual Savings After Implementation--\$ 1,058,000

V. ACTIONS THAT SHOULD BE TAKEN INDEPENDENTLY OF INTERCHANGE

Following is a description of the more significant administrative and procedural functions that should be reviewed independently of the Interchange. The review could lead to simpler regulations, more efficient operation of both agencies, and better service to the public.

* The agencies should use the same criteria for timber activities. Currently, for example, BLM uses cruising on a lump sum basis and the FS uses a scale basis.

* Fire contract protection arrangements with the State should be reviewed to determine opportunities to more efficiently manage the fire workload among the State and all agencies invol

* Agreement should be reached on where surveys are needed or when the less costly admin surveys would suffice.

* The possibilities of joint road maintenance equipment pools should be studied.

* Consistency between agency grazing re
facilitate administration across agency boundar
livestock operators utilizing Federal range.

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